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SUBJECT: SECURITY COUNCIL REAFFIRMS UNSCR 1559 GOALS AMID
CALLS TO END ISRAELI OVERFLIGHTS

REF: STATE 180176

11. (SBU) Summary. During an October 30 closed-door briefing to the Security Council on the SYG's latest report on UNSCR 1559 implementation, SYG Special Envoy Terje Roed-Larsen praised the "historic" deployment of the Lebanese Armed Forces (LAF) to south Lebanon, but highlighted the unfulfilled requirements of 1559: the need for the GOL to ensure full control over all its territory, hold free and fair presidential elections, and disarm all Lebanese and non-Lebanese militias. Larsen said an effort by SYG Annan is in full swing to find a "territorial definition of Sheba'a Farms that is legally and cartographically defensible" given the contradiction between the cartographic record and recent Syrian and Lebanese statements that the area is Lebanese, but he declined to specify a timeline to present these conclusions. Emphasizing that UNSCR 1701 incorporates UNSCRs 1559 and 1680, Larsen underscored that all states -- particularly Lebanon's neighbors -- must comply with the arms embargo imposed under resolution 1701 and warned that hostilities could resume if Iran and Syria continued providing arms to Hizballah.

12. (SBU) Summary, cont'd. Larsen defended the non-specific nature of the report's reference to continuing violations of the arms embargo by explaining that senior GOL officials did not want to cited as the sources of information about arms transfers from Syria because they feared retaliation. During his intervention, Ambassador Bolton expressed concern that Syria and Iran are actively trying to destabilize the GOL and called on the two countries to abide by their obligations to respect Lebanon's sovereignty and political independence. French PR de la Sabliere joined Ambassador Bolton in calling for progress on disarmament and strict respect for the arms embargo. Russia, China, and several other non-permanent UNSC members supported France's call that Israel should cease overflights completely. After the closed-door session, the Council adopted a Presidential Statement (PRST) reaffirming the need to fully implement UNSCR 1559 and calling on all states and parties as mentioned in the SYG's report to cooperate towards this goal. End Summary.

Larsen Offers Overview

13. (SBU) Introducing the SYG's fourth semi-annual report on UNSCR 1559 implementation, Larsen praised the "historic" LAF deployment to south Lebanon but highlighted the unfulfilled requirements of 1559, including the need for the GOL to ensure full control over all its territory, hold free and fair presidential elections, disarm all Lebanese and

non-Lebanese militias, and ensure strict respect for Lebanon's political independence, sovereignty, unity, and territorial integrity. He commended GOL Prime Minister Siniora for his "able leadership" during the recent conflict with Israel, noted Speaker of Parliament Nabih Berri's plan to resume Lebanon's National Dialogue on November 6, 2006, and concluded that the government needs to recover its momentum toward the consolidation of the Lebanese state lost over the summer. Recalling the SYG's characterization of Israel's "persistent and provocative" overflights of Lebanon as violations of UNSCRs 1559 and 1701, Larsen called on the GOI to cease this practice immediately. Emphasizing that UNSCR 1701 incorporates UNSCRs 1559 and 1680, he expressed hope that the Security Council would retain its lead in ensuring implementation of these resolutions, but stated clearly that others needed to play their part, as well. The conditions that challenged Lebanon -- a weak state beset by forces of extremism -- threatened the entire region, he concluded.

Defining Sheba'a Farms

14. (SBU) While underlining that only an agreement between Syria and Lebanon could settle the issue of the Sheba'a Farms with finality, Larsen said the SYG was in the meantime exploring the possibility of a "temporary solution" based on public statements by Syrian and Lebanese officials to the effect that Sheba'a is Lebanese. He acknowledged that this conclusion would contradict the Council's consistent position, reached on the basis of extensive cartographic evidence, that Sheba'a was not Lebanese (in this regard he noted additionally that UNDOF and UNIFIL areas of responsibility have always been based on the assumption that Sheba'a is not Lebanese). But Larsen suggested that Syrian statements that Sheba'a is Lebanese might constitute a "new

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legal reality." The SYG, therefore, had assigned cartographers and UN lawyers to determine if it is possible to find a "territorial definition of Sheba'a Farms that is legally and cartographically defensible," and noted the issue also had a significant political dimension. This effort was in full swing and would soon revert to the SYG, although Larsen declined to specify a timeline for completion given the "massive" cartographic challenges involved. He also underscored the need for diplomatic relations between Lebanon and Syria, observing that bilateral dialogue is the "best and civilized way" to resolve border disputes.

Disarmament and Arms Embargo

15. (SBU) Describing disarmament of all militias in Lebanon as a "key element" in securing a permanent end to hostilities as well as completing Lebanon's transition to a sovereign, democratic state, Larsen expressed the expectation that the GOL would present a timeline to move this process forward. He agreed with Russia, Qatar, Argentina, and others that the best way to resolve the issue of militias is through a domestic political process, but he added that the international community should encourage all parties to respect the GOL's declaration that it seeks to exercise a monopoly over the use of force. Hizballah, Larsen stated, must become solely a political party.

16. (SBU) Noting that Iran and Syria maintain a close relationship with Hizballah, including arms transfers, Larsen underscored that all states -- particularly Lebanon's neighbors -- must comply with the arms embargo established in UNSCR 1701. Responding to Russian criticism of the reference in the SYG's report to continued arms shipments into Lebanon in violation of the embargo (see para 9), Larsen explained that senior representatives of the GOL had told the UN about weapons transfers from Syria before, during, and after the summer's hostilities, but had asked the Secretariat not to

publicize these reports because they feared retaliation. When SYG Annan raised these reports with SARG President Asad in Damascus, Larsen said the Syrians did not deny that such transfers had taken place but claimed they were instances of smuggling and that the Syria-Lebanon border was impossible to control.

U.S. and France Mostly Agree

¶17. (SBU) Drawing from reftel points, Ambassador Bolton praised LAF deployment to the south while calling for the full implementation of UNSCR 1559 -- including disarmament of Hizballah. Avoiding the subject of Hizballah disarmament, he argued, could actually result in weakening the GOL. Ambassador Bolton expressed concern that Syria and Iran are actively trying to destabilize the GOL and called on them to abide by their obligations to respect Lebanon's sovereignty and political independence. He demanded that Syria abide by the commitments it made to SYG Annan to respect the arms embargo established under UNSCR 1701. Tying UNSCRs 1559 and 1680 to 1701, Ambassador Bolton urged the SYG to maintain momentum towards implementing these resolutions by reporting to the Council on Syrian and Iranian adherence to the arms embargo, as well as efforts to ensure that Hizballah and other militias inside Lebanon disarm.

¶18. (SBU) Joining Ambassador Bolton in calling for the full implementation of UNSCR 1559, French PR de la Sabliere described the existence of Hizballah's weapons an "attack" on GOL sovereignty and said Lebanon must begin a political process leading to Hizballah disarmament within the weapons-free zone and beyond. He underscored the need for full respect for the arms embargo. But de la Sabliere also expressed "grave concern" at GOI overflights of Lebanon, which he said endanger the safety and credibility of UNIFIL and the GOL, and he called on Israel to stop this practice completely. While praising the LAF's deployment to the south, he also noted that Israeli forces remain in the northern part of the village of Ghajjar. The French PR expressed support for efforts to resolve the issue of the Sheba'a Farms and noted in this regard the GOL's seven-point plan to place the disputed area under UN trusteeship until its permanent status is decided.

Russia Questions Larsen on Arms Shipments

¶19. (SBU) While agreeing that all states and parties bear

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responsibility for enforcing the arms embargo established under UNSCR 1701, Russian DPR Dolgov questioned the reference in the SYG's report to continued arms smuggling into Lebanon in violation of the embargo. Declaring the embargo to be an "extremely sensitive issue" and one on which Russia has a "serious position," Dolgov argued the UNSC could only take action based on concrete facts. If there are facts to substantiate these reports of embargo violations, the Council should consider them. If not, it must avoid "generalized conclusions" that inflame emotions. In this context, Dolgov cited statements by the SARG and GOL Defense Minister Murr that there have been no instances of arms smuggling across the Syrian-Lebanese border since the passage of UNSCR 1701.

Frequent Calls for End to IAF Overflights

¶10. (SBU) Russia, China, Qatar, Greece, Ghana, Congo, Slovakia, and Argentina joined France in expressing strong concern about Israeli overflights of Lebanon and in calling on the GOI to cease this practice altogether. Most of these delegations explicitly echoed the SYG's conclusion that Israeli overflights constitute a violation of UNSCR 1701. Russian DPR Dolgov claimed there is "no serious justification" for these "provocations."

¶11. (SBU) Japan, Denmark, Slovakia, Tanzania, and France urged Syria and Lebanon to delineate their border and establish diplomatic relations. Russia, China, Qatar, and Argentina, however, repeated their traditional position that these issues should be settled bilaterally between the two sides. China argued that issues related to Lebanon and Syria should be seen in the context of the broader Middle East peace process. It would be difficult to make progress on one issue without addressing the broader challenges facing the region.

Text of UNSC Presidential Statement

¶12. (U) After closed consultations, Japanese PR Oshima (as President of the UNSC) read out the following Presidential Statement (PRST):

The Security Council recalls all its previous resolutions on Lebanon, in particular resolutions 1559 (2004), 425 and 426 (1978), resolution 520 (1982) and 1680 (2006), and resolution 1701 (2006), as well as the statements of its president on the situation in Lebanon, in particular the statement of 18 June 2000, of 19 October 2004, of 4 May 2005, and of 23 January 2006.

The Security Council reaffirms its strong support for the territorial integrity, sovereignty, unity, and political independence of Lebanon within its internationally recognized borders.

The Security Council welcomes the fourth semi-annual report to the Security Council of 19 October 2006 on the implementation of resolution 1559 (2004).

The Security Council notes that important progress has been made towards the implementation of resolution 1559 (2004), in particular through the deployment of the Lebanese Armed Forces in the south of the country for the first time in three decades, but it also notes with regret that some provisions of resolution 1559 (2004) have yet to be implemented, namely the disbanding and disarming of Lebanese and non-Lebanese militias, the strict respect for the sovereignty, territorial integrity, unity, and political independence of Lebanon, and free and fair presidential elections conducted according to the Lebanese constitutional rules, without any foreign interference and influence.

The Security Council commends the Lebanese government for extending its authority throughout its territory, particularly in the South, and encourages it to continue its efforts in this regard.

The Security Council reiterates its call for the full implementation of resolution 1559 (2004) and urges all concerned states and parties as mentioned in the report to cooperate fully with the Government of Lebanon, the Security Council, and the Secretary-General to achieve this goal.

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The Security Council reaffirms its support to the Secretary-General and his Special Envoy in their efforts and

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dedication to facilitate and assist in the implementation of all provisions of resolutions 1559 (2004) and 1680 (2006).

The Security Council acknowledges the Secretary-General's intention to revert to the Council in his next report on implementation of resolution 1701 and looks forward to his further recommendations on the relevant outstanding issues.

